#### **DEVELOPMENT AND INFRASTRUCTURE COMMITTEE: 2 FEBRUARY 2016**

# REVENUE EXPENDITURE MONITORING REPORT AS AT 30 NOVEMBER 2015

# JOINT REPORT BY EXECUTIVE DIRECTOR OF DEVELOPMENT AND INFRASTRUCTURE AND HEAD OF FINANCE

#### 1. PURPOSE OF REPORT

1.1 To advise of the revenue position as at 30 November 2015 across all General Fund and Non-General Fund Service Areas for which the Committee is responsible.

#### 2. **RECOMMENDATIONS**

The Committee is invited to note:-

- 2.1 the revenue expenditure statement in respect of Development and Infrastructure for the period 1 April to 30 November 2015, indicating:
  - 2.1.1 a net General Fund underspend of £245,000; and
  - 2.1.2 a net Non-General Fund underspend of £1,311,000; and
- the explanations given and actions proposed, in respect of significant budget variances, as outlined in the Budget Action Plan, attached as Annex 2 to this report.

#### 3. POLICY ASPECTS

3.1 This report relates to the Council complying with its governance and financial processes and procedures and therefore does not relate specifically to progressing the Council's priorities.

#### 4. INTRODUCTION

4.1 At its Special General Meeting held on 12 February 2015, as part of the budget setting process for 2015/16, the Council agreed the Revenue Estimates, Council Tax level and the contribution from General Fund Reserves for financial year 2015/16.

#### 5. BACKGROUND

- 5.1 Individual revenue expenditure monitoring reports (REMRs) are circulated as briefing reports every month in order to inform committee members of the up to date financial position. From this committee cycle onwards quarterly REMRs are being presented to individual service committees. This quarterly report replaces the need for a monthly budget briefing this reporting period.
- 5.2 In terms of revenue spending, at an individual cost centre level, budget holders are required to provide an explanation of the causes of each material variance and to identify appropriate corrective actions to remedy the situation.
- 5.3 Material variances are identified automatically as Priority Actions (PAs) within individual budget cost centres according to the following criteria:-
  - 5.3.1 £10,000 and 10% more or less than Anticipated position;
  - 5.3.2 £50,000 more or less than Anticipated position.
- 5.4 Priority Actions can be identified at the Service Function level according to the same criteria and these are shown in the Revenue Expenditure Statements shown in Annex 1. As with individual cost centre variances, each of these Priority Actions requires an explanation and corrective action to be identified and these are shown in the Budget Action Plan in Annex 2.
- 5.5 The details have been provided following consultation with the relevant Executive Directors and their staff. In addition to the variances generated in the current month, the variances reported in previous reporting periods will remain within the Budget Action Plan until these actions have been completed.
- 5.6 The figures quoted within the Budget Action Plan by way of the underspend and overspend position will always relate to the position within the current month.
- 5.7 In setting its General Fund revenue budget for 2015/16, the Council determined that the Development and Infrastructure service should fund service pressure growth items of over £500,000 through self-financing. This proposal arose from the fact that there has been an historic end of year capacity in the Roads Service budgets, largely arising from above forecast income from the quarry operation.
- 5.8 In taking this decision, it was noted by Council that the self-financing mechanism was a risk based approach and the assumption that the historic surplus position will continue at a level to sustain the growth pressures in the long term is not certain. It was further noted by Council that there is a consequential degree of risk that the Service will enter into overspend during 2015/16 which may require an in year supplement.
- 5.9 The effect of this budget strategy is now becoming apparent as the overspend position in Operational Environmental Services is diminishing the underspends in other Development and Infrastructure service areas.

#### 6. FINANCIAL SUMMARY

6.1 Annex 1 provides the detailed position by Service Area by Service Function. The table below provides a summary of the position across all Service Areas.

			Over/U	nder	Annual
	Spend	<b>Budget</b>	Spei	nd	<b>Budget</b>
General Fund Services	£000	£000	£000	%	£000
Roads	1,650	1,917	-267	86.1	3,814
Transportation	5,780	5,891	-111	98.1	9,581
Operational Environmental Services	1,379	1,121	258	123.0	2,308
E/Health and Trading Standards	374	431	-57	86.8	781
Development	1,206	1,244	-38	96.9	1,693
Planning	412	442	-30	93.2	741
Service Totals	10,801	11,046	-245	97.8	18,918
Non-General Fund					
Scapa Flow Oil Port	-2,700	-1,535	-1,165	175.9	-1,858
Miscellaneous Piers	-2,095	-1,949	-146	107.5	-753
Service Totals	-4,795	-3,484	-1,311	137.6	-2,611

- 6.2 The budget underspend across the General Fund service areas is £245K, alternatively expressed as 97.8% of the anticipated net spending position for the year to date.
- 6.3 The budget underspend across the Non-General Fund Service is £1,311K.
- 6.4 Across 8 service areas and 66 service functions, 25 Priority Actions have been generated which identify the main areas of budget variance. The number of Priority Actions which are generated across a particular Service Area is an indicator of the level of control that exists across that service.
- 6.5 Compared to last month, the number of PAs has decreased as follows:-

	No. of PAs		Service	PAs/
Service Area	<b>P7</b>	P8	<b>Functions</b>	<b>Function</b>
Roads	6	4	12	33%
Transportation	3	3	8	38%
Operational Environmental Services	6	5	6	83%
Development	1	2	9	22%
Env/Health and Trading Standards	1	1	3	33%
Planning	2	2	5	40%
Scapa Flow	4	5	11	45%
Miscellaneous Piers and Harbours	3	3	12	25%
Totals	26	25	66	38%

6.6 The Budget Action Plan attached as Annex 2 provides an explanation and proposed corrective action for each of the Priority Actions identified.

#### 7. FINANCIAL IMPLICATIONS

- 7.1 The Financial Regulations state that service directors are able to incur expenditure within an approved revenue budget. Such expenditure must be in accordance with the Council's policies or objectives subject to compliance with these Financial Regulations and approved schemes of delegation.
- 7.2 Additional expenditure requirements identified during the financial year can only be approved by means of a spending recommendation to the Policy and Resources Committee, subject to the use of emergency powers.

#### 8. **LEGAL ASPECTS**

8.1 Financial monitoring and reporting helps the Council meet its obligation to secure best value.

#### 9. CONTACT OFFICERS

- 9.1 Gavin Barr, Executive Director of Development and Infrastructure, Ext. 2301 <a href="mailto:gavin.barr@orkney.gov.uk">gavin.barr@orkney.gov.uk</a>
- 9.2 Gareth Waterson, Head of Finance, Ext 2103 gareth.waterson@orkney.gov.uk

#### 10. ANNEXES

10.1 Annex 1: Revenue Expenditure Statements as at 30 November 2015

**Annex 1**: Revenue Expenditure Statement as at 30 November 2015

				Over/l	<b>Jnder</b>	Annual
		Spend	<b>Budget</b>	Spe	end	<b>Budget</b>
Roads	PA	£000	£000	£000	%	£000
Winter Maintenance and Response	1b	224	252	-28	88.9	819
Street Lighting	1b	105	122	-17	86.1	251
Car Parks		11	2	9	550.0	-10
Other Works		45	47	-2	95.7	110
Traffic Management		141	137	4	102.9	285
Structural Maintenance		1,129	1,132	-3	99.7	1,597
Routine Maintenance		362	362	0	100.0	663
Quarries Holding Account	1b	-438	-74	-364	591.9	-100
Roads Holding Account	1b	0	-134	134	0.0	0
Fleet Holding Account		67	62	5	108.1	0
Movement in Reserves		0	0	0	n/a	-63
Miscellaneous		4	9	-5	44.4	262
Service Totals		1,650	1,917	-267	86.1	3,814

		Spend	Budget	Over/Under Spend		Annual Budget
Transportation	PA	£000	£000	£000	%	£000
Administration		56	65	-9	86.2	173
Co-ordination	1b	48	35	13	137.1	75
Concessionary Fares	1b	87	74	13	117.6	133
Support for Operators - Buses	1b	291	404	-113	72.0	707
Support for Operators - Air		572	586	-14	97.6	1,004
Support for Operators - Ferries		3	2	1	150.0	3
Airfields		217	221	-4	98.2	407
Orkney Ferries		4,506	4,504	2	100.0	7,079
Service Totals		5,780	5,891	-111	98.1	9,581

**Annex 1**: Revenue Expenditure Statement as at 30 November 2015

				Over/l	Jnder	Annual
	PA	Spend	<b>Budget</b>	Spe	end	<b>Budget</b>
Operational Environmental Services		£000	£000	£000	%	£000
Burial Grounds	1b	73	50	23	146.0	104
Refuse Collection	1b	197	91	106	216.5	491
Waste Disposal	1b	628	463	165	135.6	824
Recycling		238	260	-22	91.5	501
Cleansing	1b	173	210	-37	82.4	388
OES Holding Account	1b	70	47	23	148.9	0
Service Totals		1,379	1,121	258	123.0	2,308

	PA	Spend	Budget	Over/U Spe		Annual Budget
E/Health and Trading Standards		£000	£000	£000	%	£000
Administration	1b	230	273	-43	84.2	491
Trading Standards		99	109	-10	90.8	204
Public Toilets		45	49	-4	91.8	86
Service Totals		374	431	-57	86.8	781

**Annex 1**: Revenue Expenditure Statement as at 30 November 2015

				Over/l	Jnder	Annual
		Spend	Budget	Spe	end	<b>Budget</b>
Development	PA	£000	£000	£000	%	£000
Administration		331	345	-14	95.9	704
Business Gateway		97	97	0	100.0	158
EEC Expenditure		7	11	-4	63.6	12
Leader Programme		33	34	-1	97.1	19
Regeneration	1b	12	22	-10	54.5	38
Kirkwall Townscape Heritage	1b	36	55	-19	65.5	0
Tourism		1	0	1	n/a	126
<b>Economic Development Grants</b>		689	680	9	101.3	1,002
Movement in Reserves		0	0	0	n/a	-366
Service Totals		1,206	1,244	-38	96.9	1,693

		Spend	Budget		Under end	Annual Budget
Planning	PA	£000	£000	£000	%	£000
Administration		82	78	4	105.1	340
Development Management	1b	26	69	-43	37.7	113
Development Planning		283	303	-20	93.4	358
Building Standards	1b	-6	-34	28	17.6	-112
Archaeology		27	26	1	103.8	42
Service Totals		412	442	-30	93.2	741

**Annex 1**: Revenue Expenditure Statement as at 30 November 2015

				Over/U	Inder	Annual
		Spend	<b>Budget</b>	Spe	nd	<b>Budget</b>
Scapa Flow Oil Port	PA	£000	£000	£000	%	£000
Administration	1b	168	148	20	113.5	356
Environmental Unit		49	52	-3	94.2	86
Marine Officers and Pilots		368	360	8	102.2	565
Navigation		31	29	2	106.9	53
Weather Forecasts		6	6	0	100.0	8
Harbour Launches		381	403	-22	94.5	692
Towage Services	1b	1,301	1,527	-226	85.2	2,308
Harbour Dues	1b	-5,160	-4,226	-934	122.1	-6,347
Scapa Flow Development	1b	69	100	-31	69.0	166
Oil Pollution	1b	87	66	21	131.8	90
Finance Charges		0	0	0	n/a	165
Service Totals		-2,700	-1,535	-1,165	175.9	-1,858

		_		Over/U		Annual
		Spend	Budget	Spe	nd	Budget
Miscellaneous Piers	PA	£000	£000	£000	%	£000
Piers	1c	-2,447	-2,344	-103	104.4	-2,111
Environmental Unit		10	10	0	100.0	16
Marine Officers and Pilots		142	141	1	100.7	221
Navigation		18	20	-2	90.0	35
Weather Forecasts		6	6	0	100.0	7
Harbour Launches		201	208	-7	96.6	328
Administration - MP	1b	166	188	-22	88.3	295
MP Development		61	69	-8	88.4	117
Oil Pollution	1b	39	24	15	162.5	38
Pilotage Income		-291	-271	-20	107.4	-398
Movement in Reserves		0	0	0	n/a	-392
Finance Charges		0	0	0	n/a	1,091
Service Totals		-2,095	-1,949	-146	107.5	-753

Annex 2: Budget Action Plan

Roads					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
RD4	Quarries Holding Account Underspend £364K  As in previous years it is anticipated that there will be a significant surplus at the year-end, circa £600K. The service continues to perform strongly in a competitive market.  The Stage 1 Capital Project Appraisal (CPA1) costs of delivering the "tar plant" procurement and the CPA1 cost of preparing, planning and Environmental Impact Assessment for land purchase are circa £80K. This underspend will be used to fund these costs, and also to address the Operational Environmental Services predicted overspend of £236k.	This surplus should give the flexibility to maintain a balanced budget across all Development and Infrastructure General Fund services, noting the fact that the service has significant self-financed growth pressures this year, and that any quarry service demands would need to be met in the first instance (i.e. vehicle and plant) to maintain trading position.  It is anticipated that these surpluses will be utilised to cover service pressures elsewhere at the year-end as noted.  This was part of the approved 2015/16 budget setting strategy for Development and Infrastructure.	D Richardson	31/07/15 31/03/16	P3 Action - Ongoing

Roads					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
RD5	Roads Holding Account Overspend £134K  Budget profiles do not reflect the expenditure and income within the holding account. Further income of £100K relating to this period is to be charged therefore real overspend is actually £34K (due to time lag between posted costs and charging of income).	Monitor income and expenditure in holding account and reprofile accordingly.  Ongoing, continue to monitor budgets.	D Richardson	31/07/15 30/09/15 31/12/15	P3 Action - Ongoing
RD6	Fleet Holding Account Overspend £5K  Income budget profiles have resulted in significant increase in anticipated income in P7 and therefore change from underspend to overspend.	No action, monitor.  Re-profile income budget and monitor.  A virement has been undertaken in period to address this for next cycle.	D Richardson	<del>31/07/15</del> 30/09/15	P3 Action - Completed
RD9	Car Parks Overspend £9K  Mainly due to income received significantly less	No action, monitor budget, address virement next period.	D Richardson	31/10/15	P6 Action - Completed

Roads					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
	than budget.  This will be offset by one-off				
	support (2015/16 from Economic Development of £28K for free parking offer).				
RD11	Structural Maintenance Underspend £3K  Underspend will be accounted for in P8 as a result of recent resurfacing works in Kirkwall.	No action, monitor budget.	D Richardson	30/11/15	P7 Action - Completed
RD12	Street Lighting Underspend £17K  Variance reflective of fluctuations between planned expenditure and actual, which will be caught up and completed in financial year.	No action, monitor budget.	D Richardson	<del>30/11/15</del> 31/12/15	P7 Action - Ongoing

Roads					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
Point RD13	Winter Maintenance and Response Underspend £28K  Variance reflective of fluctuations between profiled planned expenditure and actual. A mild commencement to the season, as with the 2014/15 season, is likely to see an	No action, monitor budget.	Officer(s)  D Richardson	31/12/15	New Action
	underspend. Like 2014/15, this forms part of the wider management of Development and Infrastructure service pressures should the 2015/16 season remain mild, providing capacity to meet the growth pressures.				

Transpo	ortation				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
TR1	Concessionary Fares Overspend £13K  Due to higher than anticipated use of concessionary travel on Orkney Ferries.	Overspend continues to decrease slowly as anticipated. Therefore no action at this stage as spend and budget profile should come back into balance as the fixed number of concessionary allocations is used up.	B Archibald	<del>31/10/15</del> 31/03/16	P3 Action - Ongoing
TR2	Support for Operators – Buses Underspend £113K  Due to late/lack of invoices from bus operators.	Profile to remain unaltered and for late invoicing to continue to be highlighted on a monthly basis.	B Archibald	31/10/15 31/03/16	P3 Action - Ongoing
TR5	Co-ordination Overspend £13K  Due to high repairs, cleaning and maintenance costs at Kirkwall Travel Centre.	No action at this stage but will continue to monitor as overspend reduces as anticipated.	B Archibald	31/10/15 31/12/15	P4 Action - Ongoing

Operati	onal Environmental Services				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
OES1	Burial Grounds Overspend £23K  Work progressed as detailed in the Members Briefing Note dated 03/11/15. Sandwick drainage works, tender was higher than planned.	Details of expenditure to be investigated to confirm whether substance of expenditure is revenue or capital and journals to be processed if necessary.	D Richardson	31/07/15 30/09/15 31/12/15	P3 Action - Ongoing
OES2	Refuse Collection Overspend £106K  An underlying budget deficit is due to historic housing growth, this was flagged up in the 2015/16 budget setting process and has been recognised and suggested to be managed within overall Development and Infrastructure underspends, predominately coming from Roads underspends.	This is being considered as a future service pressure bid as part of 2016/17 budget setting process.  In the meantime it is anticipated that this budget will continue to run with a deficit position and that this will be addressed at the year-end by a virement from Development and Infrastructure budgets where there is a surplus. An earlier virement is not proposed in order to ensure transparency of the pressures on this budget during 2015/16.	D Richardson	31/12/15 31/03/16	P3 Action - Ongoing

Operational Environmental Services					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
OES3	Recycling Underspend £22K  Labour costs (seasonal recruitment) lower than planned, combined with some costs (invoices) not coming forward in the period so far (shipping) and slow but progressive impact of commercial collection activity.	No action, monitor.	D Richardson	30/09/15	P3 Action – Completed
OES4	Cleansing Underspend £37K  Problems with driver availability (cover for sickness and annual leave), therefore lower spend than planned given diversion of resources elsewhere.	Temporary 1 year recruitment completed, driver appointed and weed killing undertaken.  Continue to monitor.	D Richardson	<del>30/09/15</del> 31/12/15	P3 Action – Ongoing
OES5	OES Holding Account Overspend £23K  Recharges behind budget profile.	Process recharges and monitor.	D Richardson	30/09/15 31/12/15	P3 Action - Ongoing

Annex 2: Budget Action Plan

Operati	onal Environmental Services				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
OES6	Waste Disposal Overspend £165K  An underlying budget deficit is due to historic housing growth, this was flagged up in the 2015/16 budget setting process and has been recognised and suggested to be managed within overall Development and Infrastructure underspends, predominately coming from Roads underspends.	This is now subject of a service pressure bid for consideration as part of 2016/17 budget setting process.  In the meantime it is anticipated that this budget will continue to run with a deficit position and that this will be addressed at the year-end through virement from other Development and Infrastructure budgets where there is surplus. An earlier virement is not proposed in order to ensure transparency of the pressures on this Budget during 2015/16.	D Richardson	31/10/15 31/12/15 31/03/15	P5 Action - Ongoing

E/Healtl	h and Trading Standards				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
EH1	Administration Underspend £43K  Due to two staff vacancies. One post now filled. Recruitment for other post has proved difficult with a third attempt to recruit to be made in the New Year. Actions being undertaken to ensure a successful recruitment process will result in increased staff costs.	No action at this stage.  Should the underspend persist, a virement to cover pressures within the Development and Infrastructure Service will be processed.	R Mackay	<del>30/09/15</del> 30/11/15	P4 Action - Ongoing

Development		]			
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
DV4	Tourism Overspend £1K  There has been a delay in receiving invoices from service providers.	This will be closely monitored.	J Falconer	30/11/15	P7 Action - Completed Invoices received in P8.
DV5	Kirkwall Townscape Heritage Underspend £19K  Income paid by funders. Because of the way funding is paid it is difficult to accurately profile funding.	No action.	J Falconer	31/12/15	New Action
DV6	Regeneration Underspend £10K  Earmarked for specific costs which have not yet been invoiced.	No action required at present.	J Falconer	31/12/15	New Action

Plannin	g				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
PL2	Development Management Underspend £43K  Due to a combination of staff vacancies and higher than anticipated fee income at this stage in the year.	Continue to monitor.  A virement to cover pressures within the Development and Infrastructure Service (e.g. PL3 – Building Standards) will be processed should the underspend persist.	R Mackay	<del>31/10/15</del> 31/12/15	P6 Action - Ongoing
PL3	Building Standards Overspend £28K  Due to lower than anticipated fee income at this stage in the year.	Continue to monitor.	R Mackay	30/11/15	P7 Action - Ongoing

Scapa Flow					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
SF1	Towage Services Underspend £226K	No action, continue to monitor.	B Archibald	31/12/15 31/03/16	P3 Action - Ongoing
	Due to higher than forecast levels of oil tanker and other activity in Scapa Flow against anticipated budget at this stage of the year.				
SF2	Harbour Dues Income Surplus £934K  Due to higher than forecast levels of oil tanker and other activity in Scapa Flow against profile at this stage of the year.	No action, continue to monitor as surplus continues to increase.  Outturn will be dependent on oil market activity but, at current activity levels, the surplus will continue to increase.	B Archibald	31/12/15 31/03/16	P3 Action - Ongoing
SF5	Scapa Flow Development Underspend £31K  Several projects are running later than anticipated.	No action at this stage pending anticipated costs associated with these projects.  A new cost centre has been set up for specific costs associated with the	B Archibald	30/09/15 31/12/15 31/03/16	P5 Action - Ongoing

Scapa Flow		1			
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
		Special Protection Area proposals, funded by contributions from the Renewables, Redevelopment and Regeneration Fund, the Miscellaneous Piers and Harbours Account and the Scapa Flow Oil Port Account.			
SF6	Navigation Overspend £2K  Small budget of just £14K likely to be used by year end.	No action at this stage.	B Archibald	<del>30/11/15</del> 31/03/16	P7 Action - Completed
SF7	Administration Overspend £20K Wrongly coded costs.	Journal to be processed to post costs to correct cost centre code.	B Archibald	31/12/15	New Action
SF8	Oil Pollution Overspend £21K  Increased team and individual training. This level of training needs is not expected to continue for future years.	Virement to be processed from underspending budgets within the Scapa Flow Oil Port.	B Archibald	31/03/16	New Action

Miscella	aneous Piers				
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
MP1	Administration – MP Underspend £22K  Due to staff vacancy (now filled) and lower than forecast levels of property	No action at this stage pending property maintenance activity and possible virements to other areas under pressure.	B Archibald	31/10/15 31/12/15 31/03/16	P3 Action - Ongoing
	maintenance.				
MP2	Pilotage Income Income surplus £20K	No action at this stage. Figures should balance out as activity levels fade later	B Archibald	31/10/15	P3 Action - Completed
	Due to slightly higher levels of activity than forecast for vessels requiring pilotage exemption cover.	in the year and additional pilot training runs are undertaken.			
MP4	MP Development Underspend £8K  This has arisen due to later	No action at this stage. Figures should balance as expenditure on works increase.	B Archibald	30/09/15	P4 Action - Completed
	than anticipated project work.				
MP5	Piers Underspend £103K	No action required.	B Archibald	31/03/16	New Action
	Activity levels better than forecast.				

Miscellaneous Piers					
Action Point	Function/Explanation	Action	Responsible Officer(s)	Deadline	Status
MP6	Oil Pollution Overspend £15K  Increased team and individual training. This level of training needs is not expected to continue for future years.	Virement to be processed from underspending budgets within the Scapa Flow Oil Port.	B Archibald	31/03/16	New Action